

**GEORGIA**

**TRAIL**

**CORRIDORS**

**AND**

**GREENWAYS**

**PLAN**

*An Element of Georgia's  
Statewide Comprehensive Outdoor Recreation Planning (SCORP) Process  
and The Statewide Transportation Plan*



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# GEORGIA TRAIL CORRIDORS AND GREENWAYS PLAN

*An Element of Georgia's  
Statewide Comprehensive Outdoor Recreation Planning (SCORP) Process  
and Georgia Department of Transportation's Statewide Transportation Plan*

Georgia Department of Natural Resources  
Parks, Recreation and Historic Sites Division  
205 Butler Street, Suite 1352-E  
Atlanta, Georgia 30334

June, 1993

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**DEPARTMENT OF NATURAL RESOURCES  
PARKS, RECREATION AND HISTORIC SITES DIVISION**

*The mission of the Parks, Recreation and Historic Sites Division is to be keeper and steward of the State's parks and historic sites, and to protect, manage and preserve this heritage for interpretation, recreation, enjoyment, and enrichment of the citizens of Georgia and our guests from outside Georgia; to assist local governments in the acquisition and preservation of public recreation lands by providing technical and financial assistance; and to assist in and encourage the preservation of Georgia's significant historic properties through their identification, evaluation and protection.*

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Equal opportunity to participate in and benefit from programs described is available to all individuals without regard to their race, color, religion, sex, national origin, age, mental or physical handicap or disability status.

The Georgia Department of Natural Resources strives to provide quality recreational facilities to individuals of all abilities. Please call or write us if you need additional assistance in using this document.

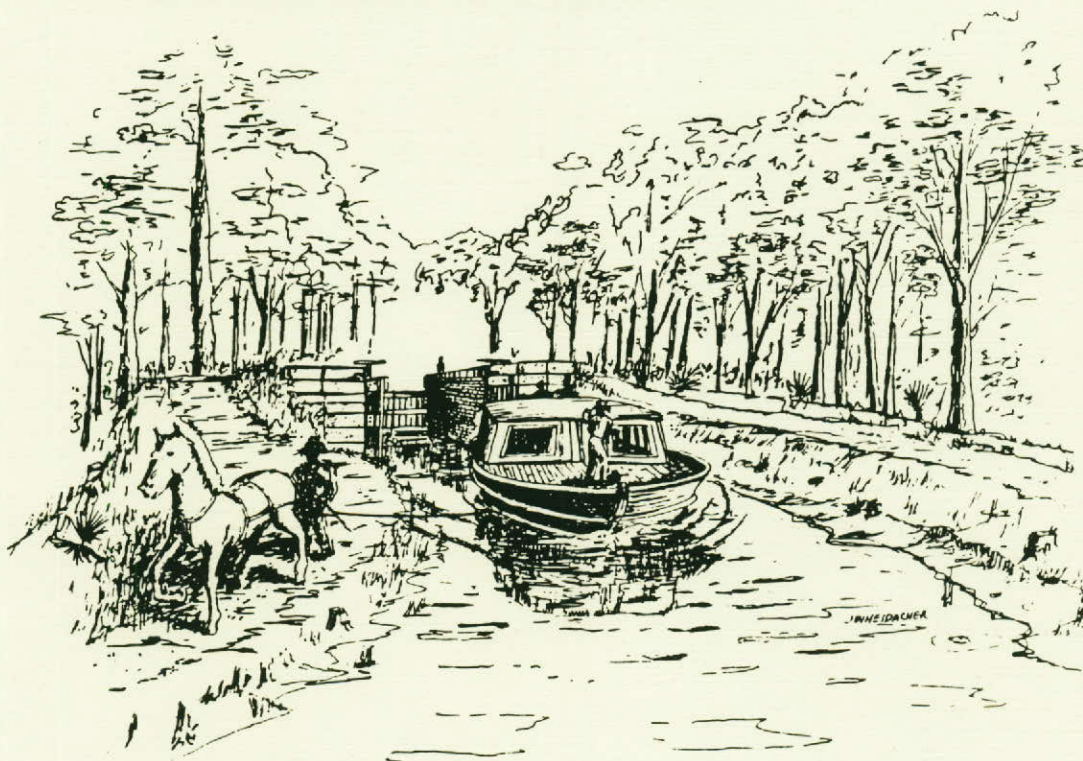
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## Acknowledgements

*The illustrations at the end of each chapter were drawn by Peter Cranton, a planner with the City of Columbus' Department of Community and Economic Development. The drawings were first used as illustrations for Columbus' Alternative Transportation System Plan. The illustration on page i. is from the Savannah-Ogeechee Canal Society. Additional pen and ink illustrations of bike paths are from the Alpharetta Cityside Roadside Enhancement Project.*

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# Chapter I.

## Introduction

Trails and greenways provide an important type of recreational opportunity in both urban and rural areas. Recreational trail use has increased across the country and provides a variety of recreational activities. According to the 1986 survey compiled for the President's Commission on American Outdoors, trail related recreational activities are among the most popular leisure pastimes of American adults<sup>1</sup>.

In 1989, Georgia conducted an outdoor recreational participation survey as an element of the 1989 Statewide Comprehensive Outdoor Recreation Plan. In the survey, hiking/walking ranked as the sixth most popular outdoor recreational activity and bicycling as the seventh most popular outdoor recreational activity in Georgia<sup>2</sup>. The U.S. Forest Service projects a 93% increase in day hiking over the next 50 years. And more Americans (155 million) walk for pleasure and health than participate in any other outdoor activity<sup>3</sup>.

Trail activities foster an awareness and appreciation of the natural environment. Greenways allow for the protection and preservation of natural areas. Greenway development is a traditional and proven tool for managing our natural and cultural resources. By linking open space with natural corridors, greenways provide ecological, economic, and recreational benefits to a local community.

Trail and greenway development has been hampered by a lack of coordination, a shortage of funds, and limited support from local governments and landowners. The lack of a centralized source of information on techniques for effective designation, development, funding, management, and maintenance has further hindered trail and greenway development. In response to these issues, the Georgia Department of Natural Resources has developed this plan as a means of providing statewide coordination of trail and greenway development. The Georgia Department of Transportation's Statewide Transportation Plan will be developed in 1994 and will be coordinated with the Trail Corridors and Greenways Plan regarding trail and greenway issues.

*TRAIL CORRIDORS are routes on land or water, used for recreational purposes such as walking, jogging, hiking, bicycling, equestrian activities, mountain biking, backpacking, canoeing, kayaking, and vehicular travel by motorcycle, four-wheel drive or all-terrain off-road vehicles.*

*GREENWAYS are linear corridors of protected open space managed for conservation and/or recreational purposes. They often follow rivers, stream valleys, ridges, railroad corridors, utility rights-of-way, canals, scenic roads or other linear features.*





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**Purposes of the Plan are:**

- ◆ To incorporate planning for trails and greenways as part of Georgia's Recreation Plan.
- ◆ To inventory existing and proposed trail corridors and greenways as a component of the Statewide Comprehensive Outdoor Recreation Plan and to promote coordination with Georgia Department of Transportation's Statewide Transportation Plan.
- ◆ To encourage coordination among local trail enthusiasts, local governments, state agencies, and federal agencies.
- ◆ To provide information useful to trail planners, trail enthusiasts, and managers.
- ◆ To encourage linkages among local and regional trails in the state to develop a statewide and interstate trails network.
- ◆ To provide recommendations and actions on critical issues affecting trail and greenway development.

**Trails and Greenways in Georgia**

Presently, trail and greenway development in the state is being locally oriented with trail users coming from adjoining neighborhoods and communities who spend a couple of hours on the trail. The need to expand local trails into a network of regional trails has been recognized due to the increase in the number of trail users and potential users.

Trail and greenway development is not a new phenomenon in Georgia. Georgia's most well known trail, the Appalachian Trail, grew out of a 1921 proposal by forester and regional planner Benton MacKaye. This trail was first envisioned by Benton MacKaye as part of a regional greenway from Georgia to Maine. Now a nationally designated scenic and historic trail, it follows the crest of the Appalachian Mountains for 2,096 miles. The trail extends from Springer Mountain in Georgia to Mt. Katahdin in Maine and is jointly managed by the National Park Service and the Appalachian Trail Conference.

During the late 1800's, bridle and carriage paths were developed on Jekyll Island, Georgia. The Jekyll Island Club had developed various bridle paths around the island. Then in 1890 a new form of recreation appeared in Jekyll -- bicycle riding. In the February 21, 1896 edition of the Brunswick Times-Advertiser, it was noted that .."bicycling has taken precedence among the amusements at Jekyll."

The interest in bicycling grew and the existing trails could not accommodate all users. To accommodate both recreational activities, members of the Jekyll Island Club then began donating lands specifically designated for bicycle use. Millionaire Gordon McKay had one path contracted for about \$1,000 and in 1886 William Rockefeller donated another bicycle path with the stipulation that it "be used for bicycles exclusively."<sup>4</sup>



## **Mandate for Trail Corridors and Greenway Planning in Georgia.**

This Plan is a continuation of Georgia's Statewide Comprehensive Outdoor Recreation Plan otherwise known as SCORP. Under the federal Land and Water Conservation Fund (LWCF) Program, the state administers grants to local governments for land acquisition and development of facilities for outdoor recreation. The LWCF Program requires that each state develop a Statewide Comprehensive Outdoor Recreation Plan that identifies priorities for acquisition and development projects.

The 1989 Assessment and Policy Plan identified the following issues:

- A. Natural resources are subject to a series of threats and need to be protected.
- B. There is a clear need for improved communications between recreational users and providers.
- C. There is a need for a stable funding source for recreation.
- D. There is a need for coordination in recreational planning.
- E. Recreation is an economic resource and must be used as such to attract tourists and business to the state.
- F. Security at recreational areas is a major concern to the general public.
- G. The management of outdoor recreational areas must be improved.
- H. Wetlands are an invaluable, and threatened resource in Georgia.
- I. Continuing efforts are required to provide a full range of programs to special populations.
- J. There is an increased demand for specific recreational activities: trails, fishing, hunting, and passive recreation.

Recent legislation at the state and federal level is causing a flurry of community planning efforts within our state. The Georgia Planning Act of 1989 requires each local government to develop by September of 1995, a comprehensive plan to guide growth and development as a condition to receive future state funding assistance. On the federal level, the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 mandates a "continuing, comprehensive, cooperative" transportation planning process for the state and for urbanized areas. Under the ISTEA provisions, transportation planning has been expanded to include alternative modes of transportation such as bicycling and walking. This serves to create a link between community transportation planning and local recreational trails planning.

The Georgia Department of Natural Resources has developed the Georgia Trail Corridors and Greenways Plan as a policy and planning document for future trail and greenway development. When the Georgia Department of Transportation develops its Statewide Transportation Plan in 1994, it will be coordinated with the goals, objectives and actions stated in this Plan.

The Plan does not specifically focus on "actual" trails. Rather, it focuses on trail corridors or the general route of a trail. Many regional trails in the state are in the "development" stage. Thus, the Plan looks at trail corridors. The Plan encourages local trail and greenway enthusiasts to work with their local elected officials, planners, recreation departments, as well as landowners to develop a consensus on the design of site specific routes.



Planning for parks, recreational facilities, natural areas, trails, and greenways should never be undertaken as a separate community action.

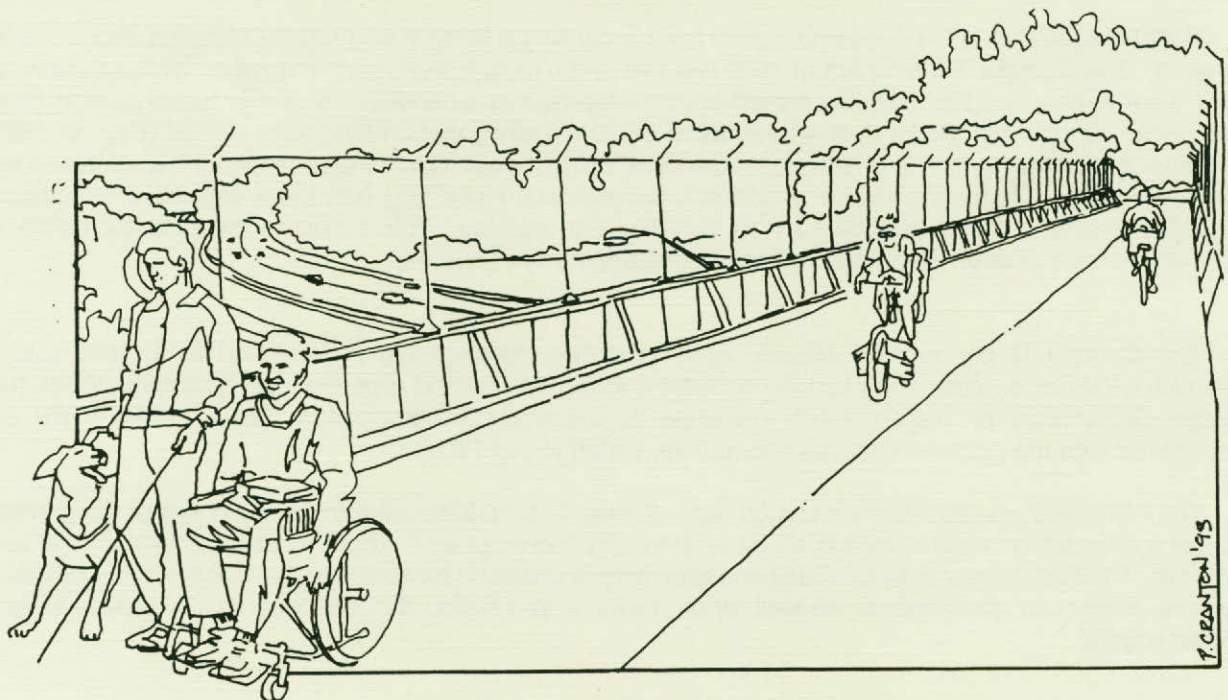
To be most effective, trail and greenway planning should be incorporated as part of a local community's total vision for its future. A successful trails and greenways plan must be woven into the transportation improvements plan, the capital improvements plan, and other elements of the community's local comprehensive plan. Recreational planning must also be linked with efforts to protect environmental, cultural, historic, agricultural, and forest resources in every community.

*Planning efforts succeed when all members of the community are included. It is important that citizen input on recreation issues be received from all interests in the community.*

*Representation on committees should be drawn from all age groups, minority and ethnic groups, disabled users, business interests, adjoining land owners, neighborhood associations, passive and active recreational users and non-users.*

#### Endnotes:

1. Market Opinion Research. Participation in Outdoor Recreation Among Americans Adults and the Motivations which Drive Participation. For the President's Commissions on American Outdoors. 1986.
2. Georgia Department of Natural Resources. The Georgia Recreation Planning Process. Outdoor Recreation Assessment and Policy Plan. 1989.
3. Trails for All Americans, Summary Report of National Trails Agenda Project, American Trails and National Park Service. 1990.
4. McCash and McCash, The Jekyll Island Club: Southern Haven for Georgia's Millionaire's, The University of Georgia Press, Athens & London, 1989.



## Chapter II.

### Development of Trail Corridors and Greenways Plan

This Plan was developed through a multi-tiered public participation process which included the consultation and cooperation of various federal, state, and local agencies in coordination with user groups and trail enthusiasts. A total of five public forums were held throughout the state to achieve statewide coverage of trail and greenway issues. Each public forum addressed a different element of the Trail Corridors and Greenways Plan.

#### Advisory Committee

To assist in development of the plan, sixteen individuals volunteered to serve on the Trail Corridors and Greenways Advisory Committee. The committee comprised representatives from the following user groups: hikers/walkers; bicyclists; off-road vehicle users; equestrians; water trail users; and the Georgia Greenways Council. Of the four members representing the Greenways Council, one member also represented the interests of disabled trail users.

The committee members were:

<b>HIKERS/WALKERS</b>  Charles Cochrane Appalachian Trail Club  Marty Dominy Benton MacKaye Trail Association	<b>EQUESTRIANS</b>  Janice Halderson Chattahoochee Trail Horse Association  Louise Shriber Rockdale Trail Blazers
<b>OFF-ROAD VEHICLE USERS</b>  Shawn Milner Southern 4-Wheel Drive Assn.  Sam Thomas Ga. Rec. Trail Riders Assn.	<b>GREENWAYS COUNCIL</b>  Pratt Cassity  Kevin Fishback  Jim Patsios  Jimmy Boyett
<b>WATER TRAIL USERS</b>  Charles Aguar Oconee Rivers Greenway Commission  Bob Lowhon Coastal Kayak Trail	<b>ADJUNCT MEMBERS</b>  Gary Jenkins Georgia Rails into Trails Society  Gloria English Rockdale Trail Blazers
<b>BICYCLISTS</b>  Don Sherrill Southern Bicycle League  Jay Franklin Southern Off-Road Bicycle Association	



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## Public Forums

Five public forums were held throughout the state to receive input on the Plan. Each forum was identified as a statewide public forum but dealt with a specific element of the Plan. The five forums addressed the following elements:

Goals and Objectives;  
User Needs;  
Issues;  
Actions and Recommendations; and  
Draft Plan.

On November 1, 1992, the first forum was held at Jekyll Island. The topic of the public forum was Goals and Objectives. Comments received ranged across a broad spectrum of concerns.

On December 12, 1992, the second forum was held at the University of Georgia Law Auditorium in Athens, Georgia. The subject matters discussed were User Needs. On March 9, 1992, the third forum was held in Rome at the Civic Center. This forum addressed Issues as they related to trail development.

The Fourth Forum was held on April 13, 1993 in Columbus for the Southwestern and Central western portions of the state. The topic at this forum was Actions and Recommendations. A draft list of recommendations and actions was developed at the fourth public forum. The draft list was then mailed to approximately 600 trail enthusiasts, state and federal agency representatives for additional comments. The additional comments were compiled and presented to the Advisory Committee for review and adoption. The list of actions and recommendations was then presented at the final public forum. The Final Forum was held in Macon on May 13, 1993 for the central area of Georgia. The discussion at this forum was the Draft Trail Corridors and Greenways Plan.

In addition to the public forums, flyers and summaries on the plan were sent to approximately 800 individuals and agencies in the state. This mailing list included individuals, local parks departments, local governments, regional development centers, local planners, environmental organizations, and other interested parties. Any individual who expressed an interest in the plan was automatically placed on the mailing list.

## Inventory of Regional Trails and Greenways

Existing and proposed regional trail corridors and greenways were inventoried as part of the planning process. Only regional trail corridors (i.e. trail corridors over five miles) were mapped. These types of trail corridors were examined as possible linkages to establish a statewide system of regional trails and greenways. Local trails under five miles were determined to be part of a local community's individual trail network.

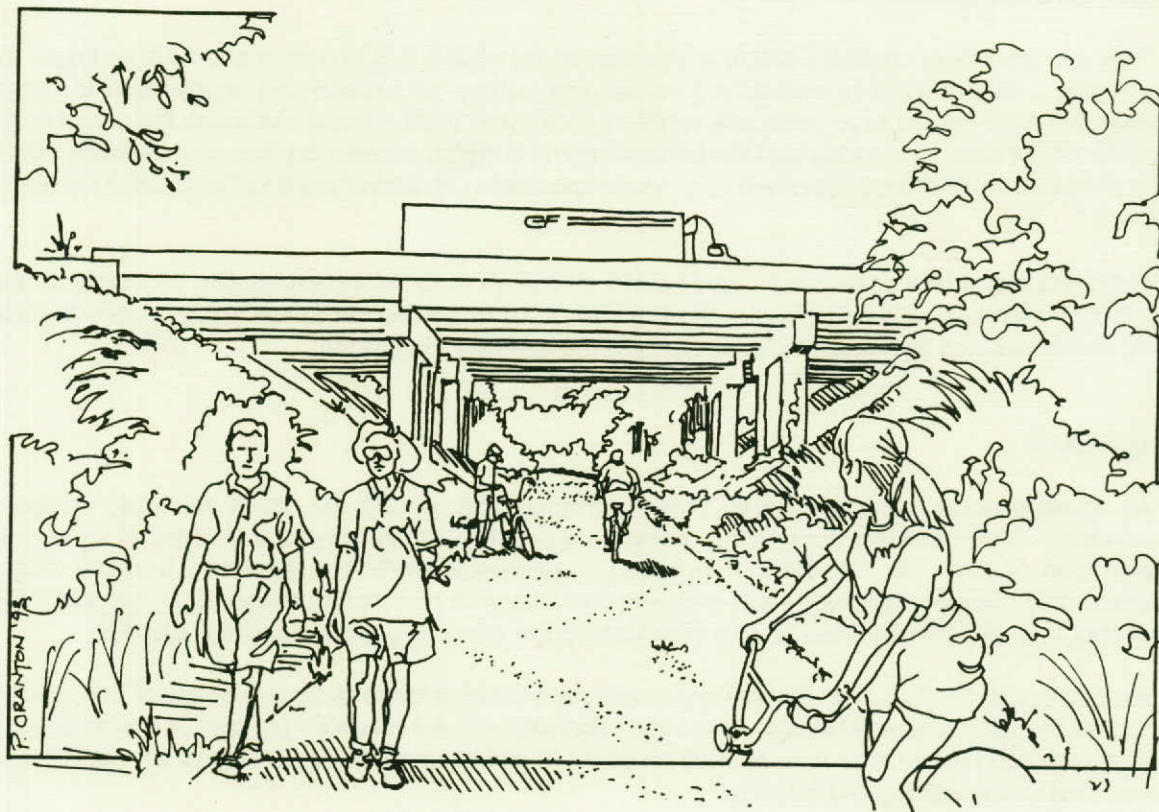
Proposed trails and greenways were mapped if they had received some type of consensus at the local level. The consensus could be either in the form of a local planning document or resolution of support from the local elected officials. A trail and greenway database was developed and categorized by their primary use: hiking, bicycling, canoeing or kayaking, horse riding, off-road vehicle riding, or greenways.

Using the U.S. Geological Survey Center for Spatial Analysis Technologies at the Georgia Institute of Technology, the regional trails and greenways database was transferred to a Geographic Information System (GIS) computerized mapping program. The GIS database established a trail corridor and greenway database that can be easily updated using a standardized map scale (U.S. quad sheets at the 1:100,000 scale). The trails and greenways GIS database will then be distributed to the regional development centers as well as any federal and state agency involved in trails and greenways planning.



With the development of a computerized mapping database for trails and greenways, each regional development center can help coordinate future trail and greenway connections. This will be used as a tool for intergovernmental coordination on trail and greenway planning and development. For example, the Georgia Department of Transportation can coordinate the state's highway program with any proposed trails and greenways in the state.

While the GIS database will be used as a planning tool by local governments, regional planning agencies, local recreation departments, and state and federal agencies, a paper presentation that provides a statewide perspective of possible connections among the diverse local trails and greenways is also needed. A printed map of the trails and greenways database will be made available to the public in September, 1993. The printed map will demonstrate the importance of all trails and greenways as vital links in a statewide trail network.





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## Chapter III.

### Benefits of Trails and Greenways

Trails provide a wide range of benefits to trail users, local landowners, and local communities since they are multiple-use, multiple-benefit resources. Residents and visitors alike enjoy the aesthetic beauty and protected open spaces of trail corridors, while local communities receive benefits from increased business and tourism and increased community pride.

Greenways give us access to open spaces along river valleys, mountaintops, forested lands, coastal lands, urban and rural areas. They serve as natural conservation areas and wildlife habitats and are ideal for outdoor recreation.

"Trails For All Americans," a report submitted to the National Park Service by American Trails, related the benefits of trails as follows:

*Trails have multiple values and their benefits reach far beyond recreation. Trails can enrich the quality of life for individuals, make communities more livable, and protect, nurture, and showcase America's grandeur by traversing areas of natural beauty, distinctive geography, historic significance, and ecological diversity. Trails are important for the nations' health, economy, resource protection and education.<sup>1</sup>*

Trails can showcase areas of historical significance. Historical resources can be experienced first hand as the visitor travels along trail corridors. Trails can also serve as outdoor classrooms. Trails and greenways provide the opportunity to observe wildlife and plants in the varied habitats of Georgia.

### Environmental Protection

Trail and greenway corridors preserve vital habitat for wildlife in both urban and rural settings. Within urban areas, a key method to maintaining wildlife populations and preserving ecosystems is to protect corridors of natural habitat or to use these corridors to connect habitat areas. Although the use of corridors for wildlife preservation depends upon the behavior of the targeted species, studies have demonstrated that wildlife corridors can increase the chances for some species to survive in the face of increasing development pressures.<sup>2</sup>

Corridors along rivers and stream beds serve as buffers to protect water quality by taking up excess nutrients from lawns and farmlands, slowing the flow of water so that soil is not washed downstream and filtering residential and agricultural chemicals before they enter the stream.

### Transportation

As transportation corridors, trails provide avenues for people en route to work, school and entertainment. Trail corridors connect the community and can be an important element of an intermodal transportation system. The noise and congestion of automobile traffic are removed. In many urban and suburban areas, bicycle commuting can compete favorably with commuting by car, often completing short trips of less than five miles in less time, while allowing the same degree of individual mobility.

Although cities in the United States may never reach the high levels of bicycle usage of European cities (50 percent of daily passenger trips in Groningen, Netherlands, are made by bicycle<sup>3</sup>) demand exists from those who wish to reduce their dependency on cars. In 1990, almost eight percent of all work trips in the U.S. were made by walking or bicycling.



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## Economic Benefits

A 1992 study of three rail-trails found that use of these trails generated significant levels of economic activity.<sup>4</sup> Rail-trails are recreational trails constructed on the beds of unused railroad rights-of-way. These economic benefits were from two major sources: total trip-related expenditures for services and non-durable goods and additional expenditures made on durable goods related to trail activities.

One of the three rail-trails studied was the Heritage Trail, a 26 mile rail-trail in eastern Iowa. The trail, surfaced in crushed limestone, is bordered by farms along much of its length. On the trail, users spent an average of \$9.21 per day as a result of their trail visits, and made a total of 135,000 trips per year. These two factors resulted in a direct annual economic impact of over \$1.2 million per year, of which \$818,000 was spent in the host county. The amount of "new money" brought into the county by trail visitors from elsewhere the county was \$630,000.

### Summary of Annual Estimated Expenditures Made by Trail Users on the Heritage Trail, Iowa.\*

Total Visits to the Trail	135,000
Average Daily Visit Expenditures	\$ 9.21
Total Visit Expenditures	\$1,243,350
Total Spent Within County	\$818,000
Total New Money Spent Within County by Non-county Residents	\$630,000

\* Represents direct expenditures only, no multiplier for secondary economic impacts has been applied.

Along the Heritage Trail, restaurant and auto-related expenditures were the largest categories of trip-related expenses, and visitors staying at least one night in the local area spent the largest amounts. Equipment for use on the rail-trail (such as bicycles) was the largest category of durable expenditure.

The economic benefits of trails and greenways would affect Georgia's economy in a similar manner. Historic and recreational trails in Georgia would appeal to visitors from out-of-state, as well as from outside the United States. In 1991, tourist income in Georgia amounted to \$10.3 billion<sup>5</sup>, and tourism is the second largest industry in state. Interpretation of historic trails and recreational trail opportunities along these corridors will add to the tourist attractions in Georgia.

Efforts to preserve and promote the historic heritage and natural resources of Georgia may also result in other benefits to its communities. Revitalization of declining downtown areas, aesthetically and architecturally-controlled development, maintenance of the historic character and culture of an area, enhanced private and commercial property values, improved public services, and expanded tourism are some of the added economic benefits.<sup>6</sup>

## Benefits to Property Values

The effect on values of a property located near a park or open space has been evaluated by several studies. These studies have revealed that trails and greenways have a positive impact on property values<sup>7</sup>.

Over 60% of the residents living near Seattle's greenway felt that the trail increased the quality of life of their neighborhood. Only 5% felt it lowered the quality of life. This stands in stark contrast to the time before the trail was constructed, when there was a definite opposition to the trail from adjoining property owners.



In a survey of adjacent landowners along Minnesota's Luce Line Trail, 87% believed the trail increased or had no effect on the value of their property. And 61% of the suburban land owners noted an increase in their property values.

In Raleigh, North Carolina, developers who once argued strongly against creation of the Raleigh Greenway are now strongly supportive of it. (Many have reportedly realized larger profits due to the Greenway.)

## ENDNOTES

1. Trails for All Americans, The Report of the National Trails Agenda Project, Summer 1990, submitted by American Trails to the National Park Service., p.3.
2. Michael E. Soule, "Land Use Planning and Wildlife Maintenance: Guidelines for Conserving Wildlife in an Urban Landscape," Journal of the American Planning Association, Vol. 57, No. 3, 1990. pp. 313-23.
3. Marcia L. Lowe, The Bicycle: Vehicle for Small Planet, Worldwatch Paper No. 90, Washington, C.D.: The Worldwatch Institute, September 1989.
4. R. Moore, The Impacts of Rail-Trails: A Study of Users and Nearby Property Owners from Three Trails; Rivers, Trails and Conservation Assistance Program, National Park Service, U.S. Dept. of the Interior II-6- III-3 (1992).
5. Georgia Department of Industry and Trade. 1992.
6. The Economic Benefits of Preserving Community Character: Case Studies. National Trust for Historic Preservation by J. Leithe, T. Muller, J. Petersen, S. Robinson 1991, The Government Finance Officers Association.
7. U.S. Department of Interior, National Park Service, Greenways Impacts Handouts, 1993.





## Chapter IV.

### Goals, Objectives, and Actions

Five public forums were held throughout the state to receive input on the Plan. The goals were based on comments received at the first public forum. Objectives and actions were identified from input received at the public forums, along with individual comments, and were adopted by the Trail Corridors and Greenways Advisory Committee. The Plan recognizes that trail and greenway partnerships will play a vital role in the establishment of a Georgia Trails and Greenways System.

#### The Goals, Objectives and Actions will be achieved through:

- ◆ Initiative of local trail and greenway groups,
- ◆ open communication between all parties including adjoining land owners,
- ◆ cooperation of local governments and state and federal agencies,
- ◆ funding and technical assistance from trail and environmental protection programs and private resources, and
- ◆ management and maintenance partnerships with public and private organizations.

**GOAL:** To promote the enjoyment and appreciation of Georgia's outdoor areas while protecting the state's cultural and natural resources.



**Objectives:** To develop trails by assessing compatibility with the surrounding environment and compatibility with proposed users.

To incorporate trail and greenway planning as part of Georgia's local comprehensive planning process.

To conduct research into proper trail construction and effective trail management and provide information exchange and training.

To increase public awareness of the economic and social benefits of providing greenways and other opportunities for trail recreation.



- ◆ Encourage the development of greenways at the local, state, and federal level.
- ◆ Develop "Model" trail design and construction standards.
- ◆ Develop a "Trail and Greenway Planning, Development, and Maintenance Handbook" that provides models for acquisition of land and easements and distribute handbook to trail planners and developers.
- ◆ Establish a state clearinghouse on trail and greenway development and conduct forums throughout the state on local trail and greenway projects.
- ◆ Purchase lands for state trails and greenways for all types of trail users.
- ◆ Encourage the development of protected buffers along rivers as trail corridors.
- ◆ Promote coordination between the Department of Natural Resources' Nongame-Endangered Wildlife Program and local greenway projects.
- ◆ Use nature education centers to promote trails and greenways in the state.

**GOAL:** To provide for the outdoor recreation needs of an expanding resident and tourist population by promoting the development of regional recreational trails for all users.



- Objectives:**
- To identify the needs for various types of trail users and encourage the development of trails that meet those needs.
  - To encourage the development of a Statewide Trail and Greenway Network through a coordinated trail and greenway promotional campaign.
  - To provide better trail access, opportunities, and information for persons with disabilities.
  - To educate trail users to respect the trail environment and other trail users.
  - To encourage an open local trail and greenway planning process that includes participation and communication with adjoining property owners.
  - To extend current trail segments through state recreational lands and federal recreational lands, thereby creating regional trail systems.
  - To identify actual liability exposure related to trail use and identify means to minimize liability.
  - To evaluate alternative dedicated sources of funding for trail and greenway acquisition and development.

- ◆ Consider the passage of legislation that recognizes, supports and protects a comprehensive statewide trail and greenway system.
- ◆ Support the National Recreational Trails Fund Act and support federal appropriations at the authorized level.
- ◆ Encourage the development of trail corridors that accommodate needs of different trail users within the corridor, either by one path or with two or more separate paths.
- ◆ Promote trail design that provides access for all trail users rather than separate facilities for the disabled.
- ◆ Encourage the development of trail maps that provide information on the level of "accessibility" within the trail.
- ◆ Evaluate interstate trail and greenway connections.
- ◆ Promote the use of easements through private lands (e.g. hunting preserves may be used during non-hunting times) for trail activities.
- ◆ Investigate the development of state linear parks.
- ◆ Encourage local participation in Georgia's Recreation Planning Process on an ongoing basis to maintain awareness of changing priorities and trail opportunities.
- ◆ Develop a statewide code of behavior for all trail users and educate trail users through trail-side and trail-head signs, brochures, and inclusion of codes of behavior in trail maps.
- ◆ Promote trails and greenways in coordination with the Georgia Department of Industry, Trade, and Tourism.
- ◆ Consider the passage of legislation to clarify right-of-passage along Georgia's waterways.
- ◆ Adopt a state mascot for trails and greenways.

**GOAL:** To broaden the scope of regional recreational trails as an alternative transportation mode.

**Objectives:** To evaluate possible usage of linear corridors such as utility lines, rail lines, linear waterways, reservoirs and public rights-of-way as recreational trails.

To support the establishment of bicycle and pedestrian trails as an element of local transportation systems.

To encourage coordination of trail and greenway planning and development across jurisdiction lines, agencies and levels of government.





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- ◆ Support multimodal transportation systems within population centers to provide urban trail opportunities.
  - ◆ Promote the development of alternative community transportation modes that also can serve as recreational opportunities.
  - ◆ Encourage coordination of planning efforts as part of the criteria for selecting trail and greenway projects for funding.
  - ◆ Coordinate the Georgia Trail Corridors and Greenways Plan with the State Bicycle Plan.
  - ◆ Provide to local agencies and trail groups examples of comprehensive transportation plans that incorporate trail planning .



## Chapter V.

### Trails Demands, Trends, and Users

Americans are spending more time on trails. In a survey by the National Park Service, walking is the most popular trail activity with 53 percent of those surveyed participating.<sup>1</sup> Thirty-two percent participate in bicycling, and 26 percent participate in running or jogging. Day hiking ranks fourth (14 percent) and off-road vehicle riding ranked fifth (11 percent).

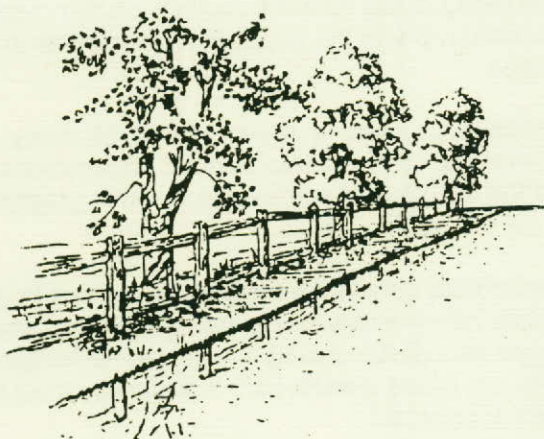
#### Percentage of U.S. Citizens Participating in Trail Activities.

	1960	1982
Walking for Pleasure	-	53
Bicycling	9	32
Running or Jogging	-	26
Day Hiking	-	14
Birdwatching/Nature Study	-	12
Off-road Vehicle Riding	-	11
Horseback Riding	6	9
Canoeing or Kayaking	2	8
Backpacking	-	5

National participation data for some trail activities have been kept since 1960 (bicycling, horseback riding and canoeing or kayaking). The proportion of bicyclists, twelve years and older, tripled from nine percent in 1960 to thirty-two percent in 1982. Horseback riding remained stable at six to seven percent in 1982. In 1991, ten percent of adult Americans rode a bicycle at least once a week and 3.2 million were bicycle commuters.<sup>2</sup>

Trends of trail use in Georgia are similar to those found on the national level. A 1989 survey of Georgia households indicated that 50.4 percent walked, jogged or bicycled, 2.0 percent used mountain bikes, and 12.42 percent canoed or rafted.<sup>3</sup> Participation in some activities, such as running/jogging, was extremely low twenty years ago. Running and jogging had the highest average frequency with 81.25 percent of the survey participants. Other activities, such as roller-blading or mountain biking, did not exist twenty years ago yet are now some of the most popular types of trail activities. There is now a variety of trail users and types of trails.

**Walking** The most popular trail activity, walking is the least dependent on trail facilities and the most accessible. Walking as part of a fitness program is a major motivation for many people, who walk several times a week. Though still a small sport, race-walking has increased in participation. Most major running events now include a race-walking division.





**Hiking** Hiking generally means a longer distance walk on a natural-surface trail in natural surroundings. Research by Dr. Glenn Hass of Colorado State University<sup>4</sup> suggests that hikers, like other trails users, are a diverse group. He has identified four types of hikers with distinct motivations:

**Tourist Hiker:** Emphasis on sightseeing and short hikes.

**Naturalist Hiker:** Wildlife, photography, and nature education.

**Harvest Hiker:** Fishing, hunting, food gathering.

**Adventure Hiker:** Seeks challenge, risks, and solitude.

**Running** Jogging and running are also driven by the interest in health and fitness. Although running is primarily done near participants' homes, typically on paved surfaces, there has been an increase in the demand for running on natural surface hiking trails. Runners will often seek the same challenge and scenery as hikers.

**Bicycling** Two distinct types of bicycles have emerged: the traditional narrow-tired bike and the fat-tired, "mountain" or "all-terrain" bike. Mountain bikes currently make up as much as 70% of the bicycle market. Within the U.S. Forest lands several mountain bike trails have been expanded through cooperative agreements with volunteer groups. Bicycling also has an extremely high frequency of participation. People bicycle more days a year than any outdoor activity, with 57% of all bicyclists riding 11 or more days a year and 38% on 25 or more days.



**Horseback Riding** Along with hiking, riding horses through the backcountry dates to the earliest days of exploration and settlement. Nationally, 9% of the population participates in equestrian trail riding, with women somewhat outnumbering men.

Overnight trail riding opportunities are also a major interest of many equestrians. Competitive endurance rides over routes of 50 miles or more are also popular. Equestrians have supported horse use on urban and suburban trails, and the inclusion of primitive trails within greenway corridors.

**Water Trail Users** Users of water trails range from white-waters rafters, kayakers, and canoeists to the basic weekend tuber. Water trail users can generally be separated into those who desire routes which allow for half-day to all-day trips, and those who desire overnight camping for longer outings. The existence of a safe and navigable waterway does not create a water trail. A waterway must have identifiable put-in and take-out points in order to be called a water trail.



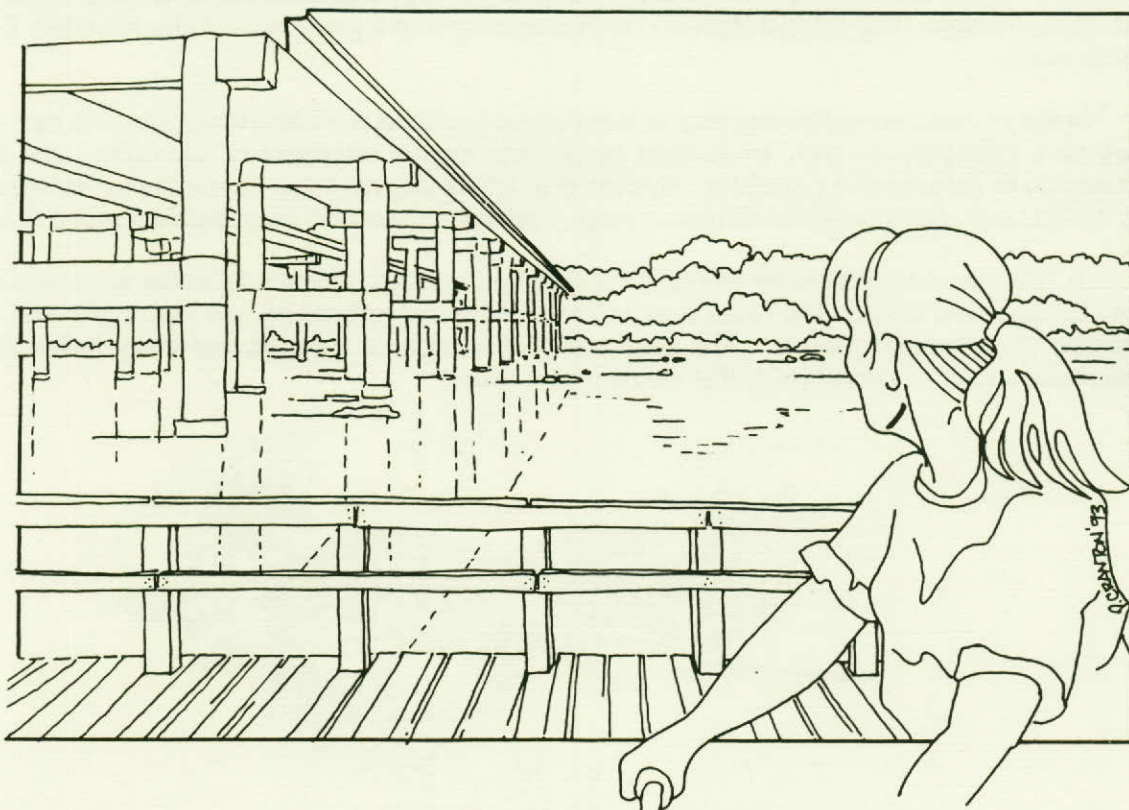
**Off-Road Vehicles (ORVs)** In recent years, new specialized motorized recreational vehicles have been widely used for backcountry trail riding. In Georgia, there are three main types of ORVs, primarily in primitive roads and trails on federal public lands: trail motorcycles, all-terrain vehicles and four-wheel drive vehicles. Demographics of ORV users are similar to those participating in non-motorized trail activities, and typical ORV enthusiasts also participate in hiking, horseback riding, and bicycling. Most ORV users share the motivation of non-motorized trail users, vistas, opportunities to see wildlife, family recreation, and exploration.

**Wheelchair and Disabled Access** While visitors in wheelchairs are the most familiar trail users, there are different types of motorized and self-propelled chairs with various capabilities and limitations. In addition, there are many kinds of mobility impairments as well as other handicaps such as blindness, hearing loss, etc.

Disability also seems to make no difference in the kind of trail experience that people are seeking. People in wheelchairs or with other handicaps pursue fishing, nature study, exercise, sightseeing, kayaking, and most other trail-related activities. Disabled interest groups stress that they want to use the same facilities and trails as other trail users. While flat, paved trails accommodate some wheelchair users, others want varying degrees of steeper, challenging, natural surface trails.

#### ENDNOTES:

1. U.S. Dept. of the Interior, National Park Service, 1982-1983 National Recreation Survey, 1986.
2. National Bicycle Dealers Association, Statpak, Costa Mesa, CA, 1991.
3. Georgia Department of Natural Resources, The Georgia Recreation Planning Process, 1989.
4. Colorado State Parks, State Recreational Trails Master Plan, August 1992., p.7.





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## Chapter VI.

### Trail Corridor and Greenway Opportunities

A variety of opportunities exists for trail and greenway development beyond traditional parks, natural areas and historic sites. Possibilities for trails and greenways exist within railroad, river, utility, and transportation corridors.

#### Railroad Corridors

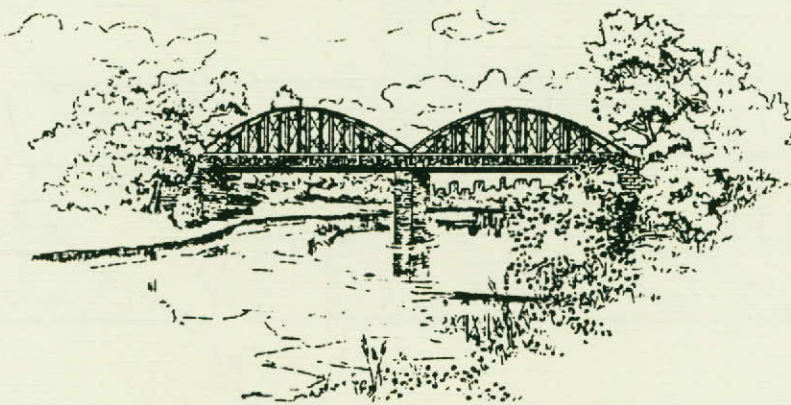
Historically, Georgia has had the most extensive railroad system of the southeastern United States. Since railroads were first introduced, approximately 3,400 miles of rail line have been abandoned.<sup>1</sup> Rail abandonment begins when a railroad company formally relinquishes its authority to operate a particular rail line and petitions the Interstate Commerce Commission to allow it to discontinue rail service along that rail line.

While abandoned railroad corridors offer an opportunity for trail development, it should be noted that the average railroad corridor represents a hodge-podge of different legal transactions that do not come unravelled until abandonment. In general, the railroad will own some portions outright (in "fee simple") while it will only have restricted use of other portions ("easements"). Trail enthusiasts should establish early direct communications with adjoining property owners. Open communications and inclusion of property owners in the trail planning process will help convert possible trail opponents into trail proponents.

An alternative to losing railway corridors through abandonment is to preserve the corridor and transportation easements through railbanking. Before Interstate Commerce Commission abandonment occurs, a railroad company has the right to "railbank", which is to defer the abandonment process indefinitely. Railbanking is a voluntary agreement between a railroad company and a resource agency or non-profit organization (1983 National Trails System Act Amendments).<sup>2</sup> Through railbanking, the corridor remains intact, and bridges and culverts are preserved for future rail transportation. The rail corridor will be intact and readily usable in case of national emergency, energy crisis or renewed need and profitability of rail transportation. The railroad right-of-way remains under the jurisdiction of the Interstate Commerce Commission.

In the interim, the right-of-way may be transformed into a rail-trail using the existing rail bed. A rail-trail may be a multi-purpose path, to be used by walkers, runners, bicyclists or equestrians and should be accessible to persons with disabilities. Portions of a right-of-way may also be suitable for horseback riders. By linking parks, historical sites and natural areas, a rail-trail can serve to integrate historic and natural areas.

In 1990, the constitutionality of Section 8(d) of the Trails Act, allowing for railbanking, was upheld by the U.S. Supreme Court. The Court unanimously held in that railbanking is a reasonable and legitimate exercise of government power.<sup>3</sup> The court held that "Congress...believed that every [railroad] line is a potentially valuable national asset that merits preservation."





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## **River and Stream Corridors**

Georgia's rivers and streams give the state much of its character. As they thread through cities and towns, natural river corridors provide a welcome change in the urban landscape. They are ideal for satisfying canoeing, kayaking, hiking, and backpacking demand. The development of access sites for parking areas, day use facilities, and boat launching is a key to increasing recreation along these rivers.

River levees and canals are excellent for paths and trails such as the City of Augusta's Riverwalk, which parallels the Savannah River along the city's downtown area. This paved trail provides a passive recreational opportunity for tourists and residents alike. Brick lined paths with 19th century lighting follow the levee, lined with trees, flowers, and plaques that describe the city's history. Festivals and concerts are held in an amphitheater with the Savannah River as a backdrop. The cities of Rome, Columbus and Albany are other Georgia cities that are in the process of building extensive trail systems along riverbanks.

## **Utility Corridors**

Private and public utility corridors represent another opportunity for the development of new trails. Together with the conversion of railroad lines scheduled for abandonment, the use of utility corridors provides a means for the private sector to contribute to the bridging of the gap between a limited supply of trail opportunities and an escalating demand. Utility corridors, such as those for sewer, water, electric, gas or fiber optics, often already exist and in heavily developed areas may be the only open space where a trail right-of-way can be placed. In areas of high density land use, development of trails within corridors set aside for water lines or fiber optics adds to the quality of life for the community. For example, the city of Columbus has developed part of its Riverwalk Trail along sewer easements. A paved 5-foot walking trail and a 12-foot bicycling trail/service road were developed over the sewer easements along the Chattahoochee River from 12th Street to the Dillingham Street Bridge. The construction of this 6 3/4 mile segment was combined with a Columbus' Water Works capital improvement project that combined the storm water and sewer systems.

## **Transportation Corridors**

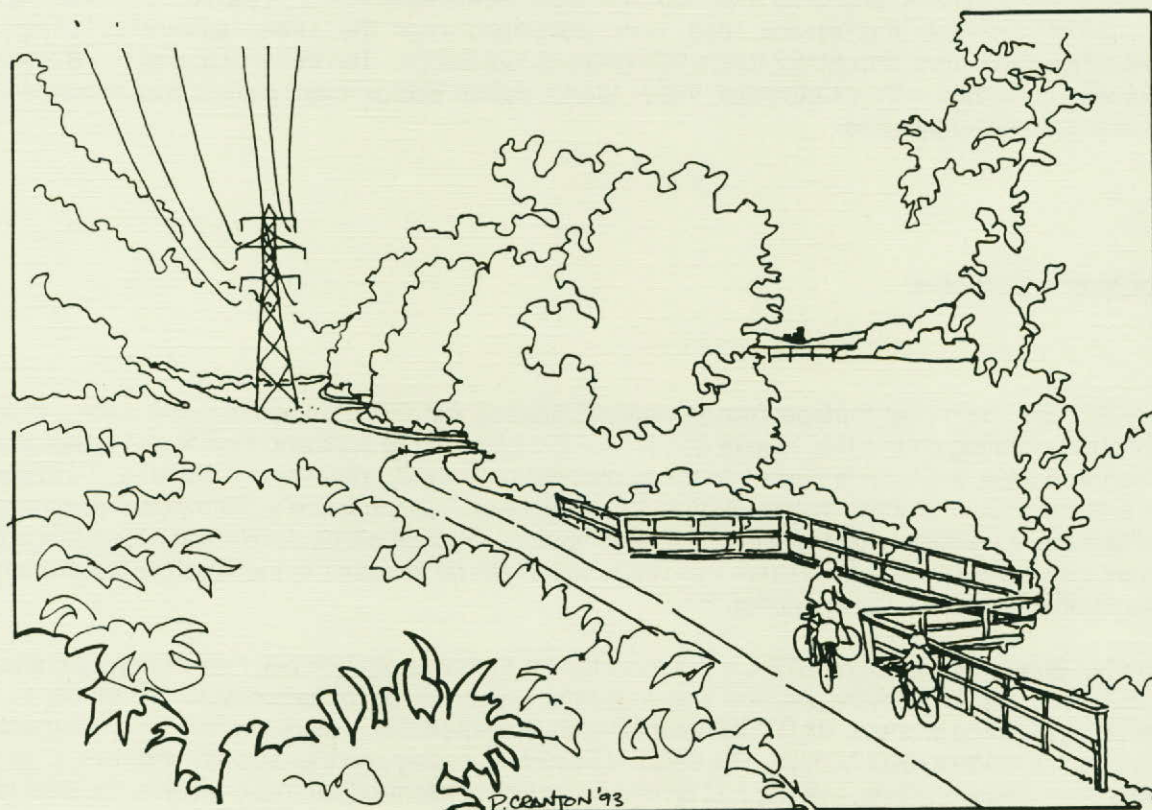
In 1991, the Intermodal Surface Transportation Efficiency Act (ISTEA) imposed new state and local transportation planning criteria that require comprehensive plans at the state and local level. Integration of pedestrian walkways and bicycle paths into the transportation planning process is mandated. Inclusion of bicycle and pedestrian facilities in the Georgia Department of Transportation's Statewide Transportation Plans allows these facilities to be eligible for highway funding. Georgia will be developing a long-range plan for bicycle transportation and pedestrian walkways, which will be included in the Georgia Department of Transportation's Statewide Transportation Plan.

Another important aspect of ISTEA is the requirement for transportation planners to consider a wider range of issues and to provide citizens and interested agencies an opportunity to contribute to the transportation planning process. ISTEA will enable federal transportation dollars to provide a greater source of funding for the development of trails. The degree to which spending priorities actually shift toward bicycle and pedestrian needs, however, will depend on the integration of intermodal transportation at the local level.



## ENDNOTES:

1. Georgia Department of Natural Resources, The Georgia Rails Into Trails Society, and the Trust for Public Lands, The Statewide Railroad Industry Context, 1991.
2. 16 U.S.C. 1247 et seq. (1983).
3. Presault v. ICC, 494 U.S. 1 (1990).





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## Chapter VII.

### Technical and Funding Assistance Sources for Trails and Greenways

A number of technical and funding assistance sources exist for trails and greenways. In this chapter, each source is briefly described. The program's administrative agency or organization should be consulted as to the current applicability, criteria, funding, and implementation.

#### Technical Assistance

**Program Title:** Statewide Trails and Greenways Coordination Program

**Type of Program:** Coordination and technical assistance for trails and greenway issues and projects across Georgia.

**Program Description:** This program facilitates coordination of statewide trails and green-space planning in Georgia. The State Outdoor Recreation Planner is a liaison with trails groups, task forces and committees and other state and federal agencies. Provides data on inventory of trails and greenways, trails planning, coordination of rail-trail conversions, promotion of regional trail systems, and coordination with local trails organizations, state and federal agencies on trails issues.

**Program Contact:** State Outdoor Recreation Planner  
Parks, Recreation and Historic Sites Division  
Georgia Dept. of Natural Resources  
205 Butler Street, Suite 1352-E  
Atlanta, Georgia 30334  
(404) 656-6530



**Program Title:** Office of Historic Preservation-Historic Preservation or Interpretation Program

**Type of Program:** Technical assistance for historic preservation and interpretation.

**Program Description:** The Historic Preservation program fosters the preservation of the historical, archaeological, architectural, and cultural heritage of Georgia. Available to assist protecting, preserving, and utilizing Georgia's historical and archeological resources. Provides survey and planning technical services and grants to local governments, preservation, historical organizations, educational institutions, and citizens.

**Program Contact:** Office of Historic Preservation  
Ga. Dept. of Natural Resources  
205 Butler Street, Suite 1462  
Atlanta, Georgia 30334  
(404) 656-2840



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**Program Title:** Pedestrian and Bicycle Planning

**Type of Program:** Technical assistance

**Program Description:** In accordance with requirements of the Intermodal Surface Transportation Efficiency Act of 1991, the Georgia Department of Transportation (GADOT) has designated a Bicycle and Pedestrian Coordinator. The Coordinator's duties include the following: develop the State of Georgia Bicycle Plan; review and make recommendations on projects requesting Transportation Enhancement Program funding; and in general, promote the development of bicycle and pedestrian transportation projects within GADOT and the State of Georgia.

**Program Contact:** Steven L. Yost  
Ga. Dept. of Transportation Bicycle Coordinator  
No 2 Capitol Square  
Atlanta GA 30334-1002  
(404) 656-5351

**Program Title:** Bicycle Federation of America

**Program Description:** The Bicycle Federation of America is a national, non-profit organization founded in 1977 to promote the increased, safe use of bicycles. The Federation serves as a clearinghouse for information on all aspects of bicycling, organizes training programs and conferences and provides information and technical assistance to federal, state and local government agencies, community organizations and professional associations involved in bicycling.

**Program Contact:** Bicycle Federation of America  
1818 R Street, NW  
Washington, D.C. 20009  
(202) 332-6956



**Program Title:** National Park Service-Rivers and Trails Conservation Assistance Program

**Type of Program:** Technical assistance for rivers and trails projects

**Program Description:** The Rivers and Trails Conservation Assistance program was established in response to increased public demand to conserve rivers and provide trail opportunities for all Americans. The National Park Service provides technical assistance to states and local governments in developing and to implement plans to conserve rivers and trails; assists in inventory and evaluation of significant river and trail corridors; and provides training and advice on river and trail conservation methods and information exchange with professionals and citizens groups.

**Program Contact:** National Park Service  
Rivers/Trails Conservation Assistance Program  
75 Spring Street  
Suite 1020  
Atlanta, GA 30303  
(404) 331-5838



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**Program Title:** Ralls-to-Trails Technical Assistance

**Type of Program:** Technical assistance on rails-to-trails projects

**Program Description:** The Ralls-to-Trails Conservancy (RTC) is a non-profit organization created in 1985 by rail-trails enthusiasts. The RTC provides technical assistance, public education, advocacy, negotiation, and legislative action. Through its nationwide network of contacts in the recreation and conservation communities, RTC notifies trail advocates, local governments and groups of upcoming rail-trail opportunities; assists public and private agencies in following proper legal procedures; and publicizes rails-to-trails issues through the country. RTC provides extensive technical assistance to agencies, organizations, and individuals seeking to convert rails to trails. RTC has assisted in many of the over 500 rail-trails developed in this nation.

**Program Contact:** Ralls-to-Trails Conservancy  
1400 16th Street, N.W.  
Washington, D.C. 20036  
(202) 797-5400

**Program Title:** American Farm Land Trust

**Type of Program:** Technical assistance on preserving lands of historical, agricultural, and environmental significance.

**Program Description:** The American Farmland Trust (AFT) is a non-profit organization that works with farmers, business people, legislators, and conservationists to encourage sound farming practices and preserve critical agricultural resources. The AFT provides advice to landowners on ways to include conservation strategies in land-use and estate plans for farmers, and accepts donations of land and conservation easements for conservation.

Through its Farm Legacy Program, the AFT can assist in the preservation of farm lands that are threatened by development. The Farm Legacy Program is a flexible program, allowing prospective program, allowing the prospective donor and AFT staff to structure gifts to meet the landowner's needs. Landowner's donating their agricultural lands to AFT may retain lifetime use of the property. Donors may also receive significant income and estate-tax deductions. Upon receiving the donated property, AFT will sell the farm with conservation easements to guarantee preservation of the property. Proceeds from the sale will then be used to protect other threatened farms.

**Program Contact:** American Farmland Trust  
1920 N Street, N.W.  
Washington, D.C. 20036  
(202) 659-5170



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**Program Title:** Land Conservation and Acquisition Technical Assistance

**Type of Program:** Technical assistance on land acquisition for conservation projects

**Program Description:** The Trust for Public Land is a non-profit organization created in 1972 to help citizen groups and public agencies to protect open space lands having significant natural, recreational, historical, cultural or scenic resources. The Trust provides extensive technical assistance to agencies, organizations, and individuals seeking to develop trail and greenway projects and also provides technical assistance for communities seeking to apply for Intermodal Surface Transportation Efficiency Act's (ISTEA) enhancement funds.

The Trust also works with local land trusts. The Trust provides assistance to land trust and groups interested in starting land trusts on variety of topics, ranging from non-profits organization to land trust acquisition techniques. The Trust provides specialized training in conservation real estate transactions for local land trust leaders through its National Land Counselor Program.

**Program Contact:** The Trust for Public Land  
1447 Peachtree St. NE Suite 601  
Atlanta, GA 30309  
(404) 873-7306

**Program Title:** The Land Trust Alliance

**Type of Program:** Technical assistance on land trust

**Program Description:** The Land Trust Alliance is the national organization land trusts and serves as the clearinghouse for information about land trust movement. The Alliance publishes a variety of useful books and newsletter, has a training program for land trusts, and sponsors the National Land Trust Rally every 18 months. LTA has also packaged an insurance policy, "The Green Umbrella", specifically tailored for the needs of land trust. The Alliance's "Statement of Land Trust Standards and Practices" is the single best guide for how a land trust should conduct its business, legally, ethically, environmentally, and in the public interests.

**Program Contact:** Land Trust Alliance  
900 Seventeenth Street N.W.  
Suite 410  
Washington, D.C. 20006-2501  
(202) 785-1410



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**Program Title:** Land Acquisition of Unique Biologically Diverse Communities

**Type of Program:** Land Conservation Technical Assistance

**Program Description:** The Nature Conservancy is a nonprofit membership organization formed in 1951 to assist in the preservation of biologically diverse communities throughout the world. It acquires land both to sell to the government and to be maintained in its own substantial landholdings. The land acquisition emphasis of the Conservancy is on large parcels of generally rural, undeveloped, and unspoiled lands that will help protect the state's best examples of unique plant and animal habitat.

The Conservancy manages land it has acquired. Usually called "preserves", these lands are often available for research and public use compatible with the purpose of the preserve.

**Program Contact:** The Nature Conservancy  
1401 Peachtree St. Suite 236  
Atlanta, GA 30309  
(404) 873-6946

**Program Title:** Directory of Technical Assistance Materials for Trails Development and Maintenance

**Program Description:** The Directory of Technical Assistance Materials for Trails Development and Maintenance, compiled in 1990, is a detailed listing of trail-related technical assistance publications, articles, and visual aids, and groups with technical expertise. The Directory is designed for the benefit of the trail-using public and for improving the information currently available to trail groups, communities, states, and federal agencies. The Directory cost is \$4.00.

**Program Contact:** American Hiking Society  
P. O. Box 20160  
Washington, D.C. 20041-2160  
(703) 385-3252





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## Funding Assistance

**Program Title:** Transportation Enhancement Program

**Type of Program:** Financial assistance for state and local historic, scenic and environmental, and bicycle and pedestrian projects

**Program Description:** Ten percent of the federal Surface Transportation Program funding must be spent on Transportation Enhancement projects according to the Intermodal Surface Transportation Efficiency Act of 1991. Enhancements are defined as principally ten activities including; "...provisions of facilities for pedestrians and bicycles, acquisition of scenic easements or historic sites, scenic or historic highway programs, landscaping and other scenic beautification, historic preservation, rehabilitation and operation of historic transportation buildings, preservation of railway corridors, control and removal of outdoor advertising, archaeological planning and research, and mitigation of water pollution due to highway runoff." The Enhancement Program is administered by the Georgia Department of Transportation. Currently, this program is scheduled through Fiscal Year 1996.

**Program Contact:** Tim Klob  
Ga. Dept. of Transportation-Enhancements Program  
No. 2. Capitol Square SW.  
Atlanta, GA 30334  
(404) 656-5351

**Program Title:** National Recreational Trails Fund (NRTF)

**Type of Program:** Acquisition, development and maintenance grants for trails projects.

**Program Description:** NRTF establishes funding to states for the acquisition, development and maintenance of recreational trails. The State will award grants to federal and state agencies, local governments and legally constituted authorities or commissions. Funding assistance for this program will be on an 80/20 funding ratio. Grant recipients will be required to provide 20 percent of the total project cost.

At least 30 percent of the funds received by the state must be reserved for uses related to motorized recreation, 30 percent of the funds must be reserved for uses related to non-motorized recreation and 40 percent must be used for multiple-use trails.

This program was created as part of the Intermodal Surface Transportation Efficiency Act of 1991 and has not received continuation funding appropriation. The Georgia Department of Natural Resources developed interim program guidelines to administer the program in this state.

**Program Contact:** Ga. Dept. of Natural Resources-Parks, Recreation and Historic Sites Division  
Funding Unit  
205 Butler Street, Suite 1352-E  
Atlanta, Georgia 30334  
(404) 656-3830



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**Program Title:** Land and Water Conservation Fund (LWCF)

**Type of Program:** Financial assistance; acquisition and development grants for local and state outdoor recreation projects.

**Program Description:** Federal LWCF dollars, generated by the sale of leases for outer-shelf continental oil drilling, are used to finance state and local government land acquisition and outdoor recreational development. The LWCF program was enacted to assist in preserving, developing, and assuring accessibility to outdoor recreational resources for all citizens of present and future generations. LWCF provides matching grants to the State and through the State to local units of government, for acquisition and development of public outdoor recreational areas and facilities. Grant recipients provide 50 percent of project costs.

**Application deadline:** Annually about December 31

**Program Contact:** Ga. Dept. of Natural Resources-Parks, Recreation and Historic Sites Division  
Funding Unit  
205 Butler Street, Suite 1352-E  
Atlanta, Georgia 30334  
(404) 656-3830

**Program Title:** Historic Preservation Fund (HPF) grants

**Type of Program:** Survey and planning grants to cities, historical societies, regional planning commissions, universities, and other bona fide groups or organizations.

**Program Description:** The Historic Preservation Fund (HPF) is administered by the National Park Service through the GA DNR Office of Historic Preservation. The HPF grants are awarded as 50/50 percent matching grants. The recipients match can be either a cash or "in-kind" match as long as they represent the actual necessary costs of the project.

Eligible survey and planning projects in the past have included local comprehensive historic resource and archaeological resources surveys, preservation planning, preparation of rehabilitation guidelines to be used by property owners in historic districts, preparation of publications that disseminate survey results and evaluations. Projects involving historic railroad lines, historic bridges, or other transportation related structures, or other historic trail corridors may be eligible.

**Program Contact:** Grants and Budget Coordinator  
Office of Historic Preservation  
Georgia Dept. of Natural Resources  
205 Butler Street, Suite 1462-E  
Atlanta, Georgia 30334  
(404) 656-2840



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**Program Title:** Community Development Block Grant (CDBG)

**Type of Program:** Financial Assistance; Acquisition and development grants for local and state recreation projects

**Program Description:** Community Development Block Grants (CDBG) are available to develop viable urban communities by providing, among other things, a suitable living environment. Proceeds may be used to establish parks and neighborhood centers. Trails may be incorporated into such facilities. Grants are awarded annually to states and large counties and municipalities. Small cities and counties receive funds by applying to the Georgia Department of Community Affairs. Under the state's criteria, all projects must be designed to benefit at least 70% low or moderate income persons. Certain groups are assumed to be low and moderate income (seniors, disabled, etc.) unless there is evidence to the contrary. Large cities and urban counties receive grants directly through the U.S. Department of Housing and Urban Development.

**Program Contact:** Community Development Block Grant Program  
Ga. Dept. of Community Affairs  
1200 Equitable Building  
100 Peachtree Street  
Atlanta, GA 30303  
(404) 656-2900

**Program Title:** World Wildlife Fund Innovation Grants

**Type of Program:** Grant program to nonprofit organizations to spur new approaches to conservation and sustainable development.

**Program Description:** Grants will be awarded only to private local, regional, or statewide nonprofit organizations. Projects may include, but are not limited to: assessing natural resources, building public support for conservation, developing innovative regulatory mechanisms and cooperative resource management strategies, and forging partnerships to ensure conservation and sustainable development. Grants average between \$6,000 and \$7,000.

For the 1993 grant cycle, preference was given to projects that the conservation of : wetlands, endangered species, neotropical birds, coastal resources, and protected natural areas.

**Program Contact:** Luther Propst, Executive Director  
The Sonoran Institute  
Suite D, 6842 E. Tanque Verde Road  
Tucson, Arizona 85715  
(602) 290-0828



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**Program Title:** "Walking" Magazine Trail Restoration Fund

**Type of Program:** Financial assistance for the cost of trail restoration undertaken by volunteers

**Program Description:** "Walking" magazine, hoping to encourage more volunteerism among trail users, has established a trails fund for the restoration of walking trails. With a starting kitty of \$100,000, the magazine hopes to persuade advertisers to donate more funding to help offset the costs of volunteer trail restoration. The National Park Service estimates that it costs \$50 to maintain one mile of trail with volunteer help.

Small grants, generally from \$200 to \$500 are available to help walking trail groups achieve their goals. Funding could go toward equipment such as weed whackers, clippers, bow saws, or other trail construction tools. The trails may be urban, suburban, or rural.

**Program Contact:** Trails Restoration Fund  
Walking, Inc.  
9-11 Harcourt Street  
Boston, MA 02116



**Program Title:** American Greenways DuPont Awards

**Type of Program:** Grants for planning and design of greenways

**Program Description:** The American Greenways DuPont Awards, a joint partnership project of DuPont, The Conservation Fund, and the National Geographic Society, provides small grants to stimulate the planning and design of greenways in communities throughout America. Although applications will be accepted from public agencies and individuals, the program is aimed primarily at community groups and non-profit organizations.

Grants may be used for activities such as mapping, ecological assessments, surveying, conferences, design activities, developing brochures, interpretive displays, audio-visual productions, public opinion surveys, hiring consultants, incorporating land trusts, building a foot bridge, planning a bike path or other creative projects. The maximum grant is \$2,500, though most grants range from \$500-\$1000. The annual deadline for grant applications is December 31.

**Program Contact:** American Greenways  
The Conservation Fund  
1800 North Kent Street, Suite 1120  
Arlington, VA 22209  
Phone: (703) 525-6300





**Program Title:** National Bicycle and Pedestrian Advocacy Campaign Grant

**Type of Program:** Financial assistance for state and local advocacy initiatives and organizations

**Program Description:** The National Bicycle and Pedestrian Advocacy Campaign is an initiative of the Bicycle Federation of America (BFA) to ensure the comprehensive implementation of the bicycle and pedestrian provisions in the Intermodal Surface Transportation Efficiency Act of 1991 and the Clean Air Act, and to strengthen state and local bicycle and pedestrian advocacy.

Grants are available to state and local pedestrian and bicycle advocacy groups in three grant types: Minimum Support Grants (\$1,000) for routine membership activities and improving contact with BFA; Growth Grants (\$1,000-\$5,000) to enhance membership acquisition and development programs and to fund advocacy projects; and Model Program Grants (\$5,000-\$15,000) to develop and implement projects and programs of more than local significance.

**Program Contact:** Pro Bike  
Bicycle Federation of America  
1818 R. Street, N.W.  
Washington, D.C. 20009  
Phone: (202)332-6986

**Program Title:** Recreational Equipment, Inc. (REI) Grants

**Type of Program:** Grants for non-profit organizations

**Program Description:** Recreational Equipment, Inc. (REI), an outdoor retail company, allocates a portion of its pre-tax profits to improving the quality of life through environmental efforts. The grants focus on the protection and enhancement of natural resources needed for muscle-powered sports and are made available for trails and outdoor recreation. The Corporate Contribution Program awards grants to non-profit organizations that encourage the development and continuation of outdoor education courses that teach people how to safely participate in outdoor recreational activities.

**Program Contact:** Recreational Equipment, Inc.  
Office of Public Affairs  
P. O. Box 88126  
Seattle, WA 98138-2126  
Phone: (206) 395-3780



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**Program Title:** Farmers Home Administration Wetlands- Related Program

**Type of Program:** Allows for reduction of borrower debt in exchange for granting conservation easements on wetlands for a period of 50 years.

**Program Description:** The Farmers Home Administration (FmHA) allows farmers to have their debt readjusted in exchange for placing wetlands in their property in a permanent conservation easement. Wetlands placed in easement by farmers may be managed by the U.S. Fish and Wildlife Service or Georgia Department of Natural Resources' Wildlife Resources Division.

To be eligible for FmHA debt reduction easements, the farmer must have borrowed from the FmHA. Debt reductions will not apply to debts with other lending institutions.

**Program Contact:** Farmers Home Administration  
Stephens Federal Building  
Athens, Ga 306190  
(706) 546-2166

### **Additional Funding Options**

Local trail projects can be included in a community's annual budget or capital improvement plan. Bond issues are the most consistently popular funding sources of park and recreation programs for financing trails in parks or buying rights-of-way through open space acquisition. County millage levies can be allocated to the county department of parks and recreation for trail development. Trail projects in low-to-moderate income residential areas can be included as part of a Community Development Block Grant (CDBG) application. A county sales tax can be used as special county initiative to fund park or trail projects.

The leasing of subsurface utility rights within a trail corridor for uses such as sewer, water, natural gas or fiber optics is a potential source for funding development or maintenance of a trail. A perpetual easement was granted for fiber optics rights in exchange for the paving of a 48-mile rail-trail in Wisconsin. A twenty year lease for fiber optics provides \$250,000 per year to cover maintenance and operations for a trail in Virginia. Local governments can also require that new developments provide facilities for bicyclists, especially where those projects receive public assistance such as tax abatement or tax increment financing (TIF).

While not considered to be direct financial assistance, direct labor consisting of preparing a trail bed or building bridges, installing signs, and planting trees may be a significant resource. Army National Guard units have cleared brush and graded trails as part of training exercises. Scout troops have constructed trails. Fund raising sales or events such as fun runs, bake or t-shirt sales, or events such as "Mother's Day on the Bridge" have been successful projects for some trails. Donated materials from individuals and businesses in the form of signs, picnic tables, benches, trees, interpretation materials, bird houses, bicycle parking racks or brochures add to the success of a trail project. Donated real estate may provide part of the land area needed for a particular trail.

Donations can be sought from individuals and businesses and foundations. Small corporate grants may be available to finance the project. Establishing a "Friends of the Trail" may be the best asset in developing a trail. The group could be responsible for fund raising, building projects, and some of the maintenance.

User fees can be an important source to defray the costs of ongoing trail maintenance and repair. The financial responsibility of the trail is thus assisted directly by the users of the trails and as such is a readily accepted system. A differential rate for residents and non-residents may be applied. User fees on rail-trails have been successfully applied in Wisconsin with resident daily fees of \$2.50 or \$5.00 for an annual pass; non-residents pay \$2.00 or \$7.00 bringing in an annual revenue of \$100,000. Iowa's Cedar Valley Nature Trail has a fee system of \$1.00 for daily or \$5.00 for an annual pass with a \$25,000 annual revenue.



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## Chapter VIII.

### TRAILS AND GREENWAY CONTACTS

Georgia's trail and greenway system can only become a reality through a working partnership among federal and state agencies, local governments, the private sector, trail advocates, land owners, and individual efforts. All of these players will create Georgia's trail and greenway system. Below is a list of trail advocates who can be resource people for trail and greenway development.

#### TRAILS AND GREENWAYS ADVISORY COMMITTEE

Charles Aguar  
Oconee Rivers Greenway Commission  
715 Riverbend Parkway  
Athens, GA 30605  
(706) 549-0867

Jimmy Boyett  
Columbus Alternative Transportation System  
6522 Highridge Drive  
Columbus, GA 31904  
(706) 323-8669

Pratt Cassity  
University of Georgia  
School of Environmental Design  
609 Caldwell Hall  
Athens, GA 30602

Charles Cochrane  
Appalachian Trail Club  
2320 Buis Circle  
Lithia Springs, GA 30057  
(404) 941-1244 H

Marty Dominy  
Benton MacKaye Trail Association  
Rt. 1 Box 141  
Toombsboro, GA 31090  
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## Regional Development Centers

The 17 Regional Development Centers (RDCs) help develop human, natural, physical, and economic resources within their respective regions. The RDCs are responsible to the elected officials of the municipalities and counties in their region. RDC staff assists local governments and citizens in formulating plans and policies on economic development and land and water resource development.

### Altamaha Georgia Southern Regional Development Center

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### Atlanta Regional Commission

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### Central Savannah River Regional Development Center

2123 Wrightsboro Road  
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### Chattahoochee-Flint Regional Development Center

Route 2, Highway 34 East  
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706/675-6721  
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### Coastal Georgia Regional Development Center

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912/264-7363

### Coosa Valley Regional Development Center

Jackson Hill Drive  
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706/295-6485

### Georgia Mountains Regional Development Center

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404/536-3431

### Heart of Georgia Regional Development Center

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912/374-4771

### Lower Chattahoochee Regional Development Center

930 Second Avenue  
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404/324-4221

### McIntosh Trail Regional Development Center

408 Thomaston Street  
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404/358-3647

### Middle Flint Regional Development Center

228 W. Lamar St.  
Americus, GA 31709  
912/928-4120

### Middle Georgia Regional Development Center

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912/751-6160

### North Georgia Regional Development Center

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706/272-2300

### Northeast Georgia Regional Development Center

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404/369-5650

### South Georgia Regional Development Center

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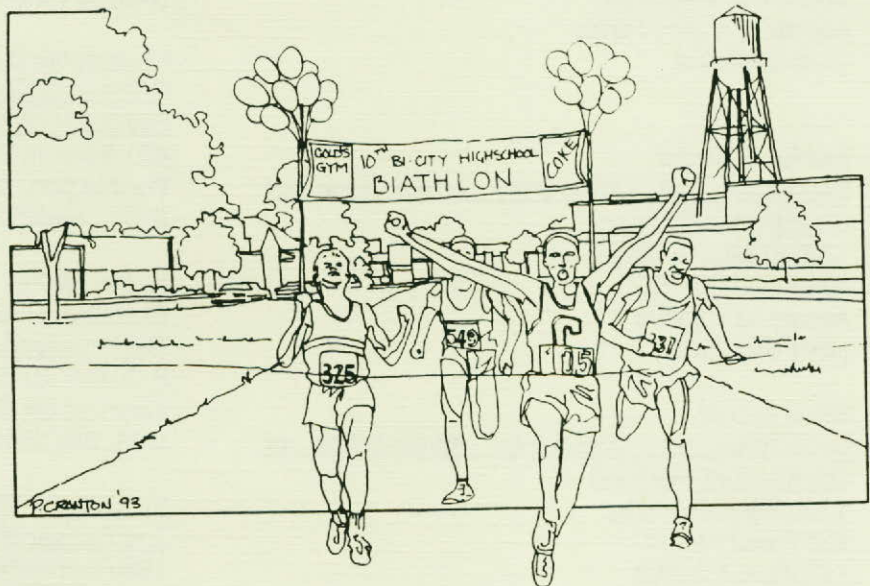


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## DEFINITIONS

The following is a list of trail and greenway terms that are used within this plan.

**Trails** are routes on land or water, used for recreational purposes such as walking, jogging, hiking, bicycling, horseback riding, mountain biking, canoeing, kayaking, backpacking, and vehicular travel by motorcycle, four-wheel drive, all-terrain off-road vehicles or motorized watercraft. Trails may be located within parks or greenways, or they may stand alone.

**Non-motorized trails** are those involving hiking, jogging, walking, equestrian, biking, canoeing, or kayaking activities.

**Motorized trails** are those involving all-terrain vehicles, trail motorcycles, four-wheel drive vehicles, other off-road vehicles and motorized water craft.

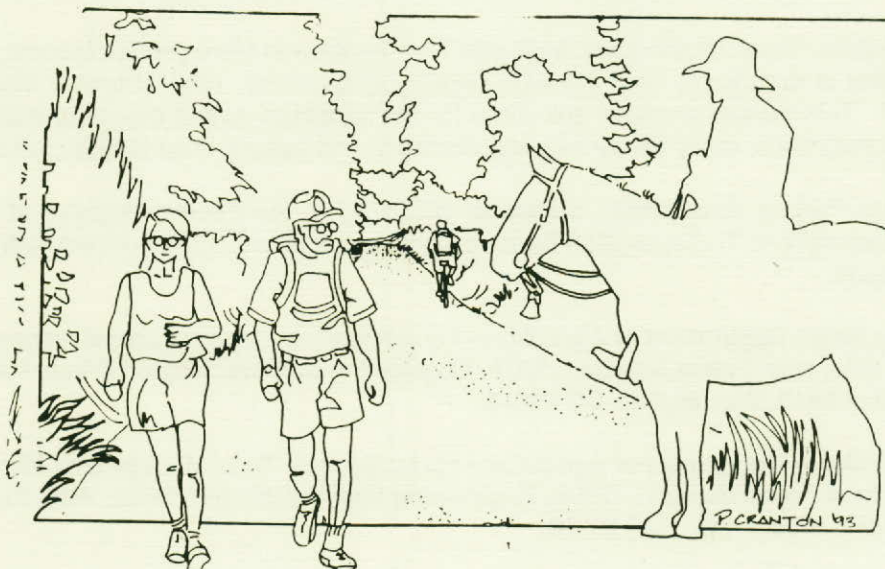
**Facility trails** are those found within another recreation or community facility such as a park.

**Linkage trails** are those which connect two destination points such a school to a local park.

**Trail corridors** can be likened to the right-of-way for a trail.

**Trailhead facilities** are designated starts or ends of a trail. They are often accompanied by various public facilities such as horse unloading areas, parking areas, toilets, water, guide maps, directional and informational signs, and trail use registers.

**Greenways** are linear corridors of protected open space managed for conservation and/or recreational purposes. They may include conservation areas which are larger in size and whose purpose is to connect wildlife habitats. They often follow rivers, stream valleys, ridges, railroad corridors, utility rights-of-way, canals, scenic roads or other linear features. Greenways link recreational, cultural and natural features, provide pathways for people and wildlife, protect forests, wetlands and grasslands.





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## APPENDIX B

### MANUALS AND GUIDES FOR TRAIL DESIGN CONSTRUCTION, MAINTENANCE, AND SIGNAGE

The following manuals and guidelines are recommended for use for trail design, construction, and maintenance. Copies may be purchased from the source indicated.

The American Association of State Highway and Transportation Officials, Guide for the Development of Bicycle Facilities, 1991 (AASHTO Guide); Available from American Association of State Highway and Transportation Officials, 444 North Capitol Street, NW, Suite 225, Washington, DC 20001. The AASHTO guide is recommended as minimum guidelines for the construction and design of bicycle facilities, except bicycle trails over rough terrain intended for use by mountain bikes.

Americans with Disabilities Act Accessibility Guidelines published in the Federal Register of July 26, 1991; from the U.S. Department of Justice, Civil Rights Division, Washington DC 20530.

Birchard, William, Jr. and Proudman, Robert J., Trail Design, Construction and Maintenance. Harpers Ferry, WV: Appalachian Trail Conference, 1981. Available from Appalachian Trail Conference, PO Box 236, Harpers Ferry, WV 25425 (304) 535-6331.

Design Guide for Accessible Outdoor Recreation under development for the Architectural and Transportation Barriers Compliance Board by the United States Department of Agriculture-Forest Service, and the United States Department of the Interior-National Park Service.

Little, Charles, E., Greenways for America. Baltimore, MD: Johns Hopkins University Press, 1990.

Path Foundation, A Guide for Planning Greenway Trails, Path Foundation P.O. Box 14327, Atlanta, Ga 30324. (404) 355-6438. 1991.

Path Foundation, Design and Maintenance Guidelines for Hard Surface Trails, Path Foundation, P.O. Box 14327, Atlanta, Ga 30324. (404) 355-6438. 1991.

Proudman, Robert D. and Reuben Rajala, AMC Field Guide to Trail Building and Maintenance, 2nd Edition, 1981; from Appalachian Mountain Club Books, 5 Joy Street, Boston, MA 02108.

The Rail-To-Trails Conservancy, Multi-use Trail Design and Management Manual, 1992, under development, currently in draft form; from the Rails-to-trails Conservancy, 1400 Sixteenth Street N.W., Washington, DC 20036. This manual provides guidelines for the construction and design of multi-use trails, such as rail-to-trail conversions, other similar existing corridors, and heavily used bicycle routes.

Uniform Federal Accessibility Standards published in the Federal Register of August 7, 1984; from the Architectural and Transportation Barriers Compliance Board, 1331 F Street N.W., Suite 1000, Washington, DC 20530.

United States Department of Agriculture-Forest Service, Standard Specifications for Construction of Trails, June 1984; from Forest Service - USDA, Engineering Staff-Washington Office, Attn: Publications Specialist, P.O. Box 2417, Washington, DC 20013.

United States Department of Agriculture-Forest Service, Trails Management Handbook, revised November 1991; from Forest Service - USDA, Engineering Staff-Washington Office, Attn: Publications Specialist, P. O. Box 2417, Washington, DC 20013.

United States Department of the Interior-Bureau of Land Management, BLM Handbook 9114-1 Trails; from the Bureau of Land Management, 1849 C Street NW, Washington, DC 20240.

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United States Department of the Interior--National Park Service, NPS Trails Management Handbook, 1983; from National Park Service, P. O. Box 25287, Denver, CO 80225.

Van Ryn, Debbie M. and Carey, Henry H., Strategies for Acquisition of Recreation Easements by Municipal Governments. Santa Fe, NM: Forest Trust, 1988. Paper describing the use of recreational easements to create a network of trails and greenways. Available from Forest Trust, PO Box 519, Santa Fe, NW 87504-8992; (505) 983-8992.

Curb cuts and other provisions that meet the requirements of the Uniform Federal Accessibility Standards (UFAS) or the American with Disabilities Act Accessibility Guidelines (ADAAG) must be provided to the extent feasible.

Wernex, Joe, A Guide to Off-Road Motorcycle Trail Design and Construction; from the American Motorcyclist Association, P. O. Box 141, Westerville, OH 43081.

**The following manuals provide guidance for signs:**

United States Department of Transportation, Federal Highway Administration, Manual on Uniform Traffic Control Devices; from the Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20402. Note that Part IX is for bicycle facilities.

United States Department of Transportation, Federal Highway Administration, Standard Highway Signs; from the Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20402. Note that many signs have dimensions for bicycle facilities and trails.